

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 CIAE-00 PM-05 H-01 INR-10 L-03
NSAE-00 NSC-05 PA-01 SP-02 SS-15 ICA-11 COME-00
DOTE-00 EB-08 FMC-01 CG-00 DLOS-09 OES-09 ACDA-12
/105 W

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R 281622Z JUL 78
FM AMEMBASSY LONDON
TO SECSTATE WASHDC 8618
INFO USMISSION USNATO
AMEMBASSY MOSCOW
AMEMBASSY ANKARA
AMEMBASSY ATHENS
AMEMBASSY BONN
AMEMBASSY BRUSSELS
AMEMBASSY COPENHAGEN
AMEMBASSY LISBON
AMEMBASSY LUXEMBOURG
AMEMBASSY OSLO
AMEMBASSY OTTAWA
AMEMBASSY REYKJAVIK
AMEMBASSY ROME
AMEMBASSY THE HAGUE
AMEMBASSY PARIS
AMEMBASSY HELSINKI
AMEMBASSY MADRID
AMEMBASSY STOCKHOLM
SECDEF WASHDC
JCS
USLOSACLANT
USNMR SHAPE
USCINCEUR

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USNMR SHAPE FOR POLAD NATO FOR USDEL MC
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E.O. 11652: GDS
TAGS: MILI NATO PEPR PINT UR NO
SUBJECT: SOVIET SHIP VIOLATIONS OF NORWEGIAN WATERS

SUMMARY: WE HAVE DISCUSSED RECENT SOVIET VIOLATIONS OF
NORWEGIAN WATERS WITH THE FOREIGN OFFICE (FCO), AND WITH

THE POLAD TO CINCUSNAVEUR. OUR CONCLUSION IS THAT THE PROXIMATE PURPOSE OF THESE INCIDENTS MAY WELL HAVE BEEN THE IMPLANTATION OR REMOVAL OF SOME SORT OF UNDERWATER DETECTION DEVICE. THE MORE OR LESS PROVOCATIVE AND OPEN MANNER IN WHICH THESE ACTIVITIES HAVE BEEN PURSUED, HOWEVER, LEADS US TO BELIEVE THAT THEY ARE PART OF A MORE GENERAL PATTERN OF SOVIET BEHAVIOR DESIGNED TO PRESSURE NORWAY IN FURTHERANCE OF SOVIET OBJECTIVES ON A RANGE OF ISSUES RELATED TO THE NORTHERN REGION. IT SEEMS UNLIKELY THAT THESE VIOLATIONS WERE STIMULATED DIRECTLY BY STANAVFORCANT EXERCISES, BUT CERTAINLY THE LIMITATION ON ANY NATO (AND FRG) PARTICIPATION IN THE DEFENSE OF NORTHERN NORWAY IS ONE OF THE MOST IMPORTANT OF SUCH SOVIET OBJECTIVES. END SUMMARY.

1. THE HYPOTHESIS OF SOVIET SENSITIVITY TO FRG NAVAL PARTICIPATION IN NATO EXERCISES AS THE PRINCIPAL MOTIVATING FACTOR IN THE RECENT SERIES OF INCURSIONS INTO NORWEGIAN WATERS IS PLAUSIBLE BUT PERHAPS NOT THE MORE LIKELY EXPLANATION. IF THIS WERE THE CASE, ONE WOULD HAVE ANTICIPATED AN EXTENSIVE PUBLICITY CAMPAIGN DRAWING ATTENTION TO THE UNDESIRABLE (FROM THE SOVIET VIEWPOINT) ASPECTS OF FRG INVOLVEMENT IN NAVAL EXERCISES IN NORTHERN WATERS, FOLLOWED BY PRESSURE TACTICS DESIGNED OVERTLY TO REINFORCE THE SOVIET THEME. THERE DOES NOT SEEM TO HAVE BEEN SUCH A CAMPAIGN. THE MANNER IN WHICH KOSYGIN IN

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1977 ATTEMPTED TO BROWBEAT THE SCANDINAVIANS, AND SOVIET EFFORTS TO DISSUADE NORWAY FROM ALLOWING ENLARGED FRG PARTICIPATION IN NATO EXERCISES ON NORWEGIAN SOIL LEFT NO DOUBT AS TO THE SOVIETS' FEELINGS AND DESIRES ON THOSE OCCASIONS, AND INDEED SUBTLETY HAS NEVER BEEN A LONG SUIT OF THE SOVIETS.

2. WE HAVE NO DIFFICULTY IN CREDITING THE POSSIBILITY THAT THE SOVIETS HAVE BEEN ENGAGED IN SOME SORT OF INTELLIGENCE ACTIVITY PERHAPS INVOLVING THE IMPLANTATION OR REMOVAL OF UNDERWATER DEVICE IN NORTH NORWEGIAN WATERS. HAD THIS BEEN THEIR SOLE OBJECTIVE, HOWEVER, WE

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WONDER WHETHER THEY COULD NOT HAVE FOUND SOME LESS
OSTENTATIOUS MODE OF OPERATION.

3. THE FCO (GOODALL, HEAD, WESTERN EUROPEAN DEPT) CONCUR
IN OUR VIEW THAT THESE RECENT INCIDENTS ARE LINKED TO
THE HARDENING SOVIET POSITION ON THE SVALBARD FISHERIES

PROTECTION ZONE, TO THE REQUEST FOR TRANSIT OF RIVER CRAFT THROUGH NORWEGIAN INLAND WATERWAYS, TO THE SOVIET PROPOSAL FOR JOINT MANEUVERS WITH FINLAND, AND TO THE PREVIOUS SOVIET PRESSURES ON NORWAY AND OTHER SCANDANAVIAN POWERS CITED IN PARA 1. ALL OF THESE STEPS HAVE HAD AS THEIR PURPOSE THE CREATION OF A DE FACTO ZONE OF SPECIAL SOVIET RIGHTS, PRIVILEGES AND RESPONSIBILITIES OVER AN AREA WHICH INCLUDES NORTHERN NORWAY, SVALBARD, AND THE SEAS IN BETWEEN AND WHICH IS OF GREAT STRATEGIC IMPORTANCE AND SENSITIVITY TO THE SOVIET UNION.

4. GOODALL FEELS THAT THE SOVIET BEHAVIOR IN AND CONCERNING THE SVALBARD FPZ IS PROBABLY GREATER CAUSE FOR CONCERN THAN THEIR RECENT VIOLATIONS OF NORTHERN NORWEGIAN WATERS. NORWEGIAN AUTHORITY AROUND SVALBARD IS WEAKER AND THE NORWEGIAN COURSE OF ACTION, SHOULD THE SOVIETS CONTINUE TO FLAUNT THEIR REGULATIONS, AS SEEMS LIKELY, IS LESS CLEAR. GOODALL AGREES THAT THE NORWEGIANS HAVE BEEN SOMEWHAT NAIVE IN EXPECTING THE SOVIETS TO COOPERATE IN ACCEPTING NORWEGIAN REGULATION IN THIS AREA.

5. AS WE HAVE NOTED, THE SOVIET VIOLATION OF NORWEGIAN WATERS IS PROBABLY CONNEVCTED IN SOME WAY TO NATO'S ROLE IN THE DEFENSE OF THE REGION. IN THE ABSENCE OF ANY MORE EXPLICIT LINKAGE, HOWEVER, WE WOULD SUGGEST IT OE LEFT TO THE NORWEGIANS TO DETERMINE WHEN AND HOW
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THE ISSUE IS RAISED IN NATO.

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TAGS: MILI, PEPR, PINT, UR, NO, NATO
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